



# **DMV INTERNAL REVIEW OF LICENSE NOTIFICATION PROCESS**

**August 28, 2019**

On June 21, 2019, Massachusetts driver Volodymyr Zhukovskyy caused the death of seven motorcyclists in Randolph, New Hampshire. After the tragic incident, Governor Chris Sununu immediately ordered an in-depth review into the procedures and processes within the New Hampshire DMV.

Chief among the initial findings of the review was the presence of manual license notification workflows that had a long history of falling behind. Governor Sununu instructed DMV leadership to address the backlog issue immediately, granting the Department of Safety the authority to expend staff overtime funds when necessary. In the approximately 60 days since the review was called, the backlog of workflows within the New Hampshire DMV were completely assessed and addressed. New procedures and processes have been put into place to ensure that such a backlog never happens again.

#### **SUMMARY FINDINGS:**

- The New Hampshire DMV has been fully compliant with the requirements under the Commercial Driver's License Information System and has always sent electronic notification for out of state commercial driver's violations and suspensions.
- There is currently no backlog of notifications within the NH DMV.
- Previous backlogs dated back to 2016.
- The NH DMV has resumed sending paper notifications to other states dating back to 2016.
- The NH DMV is well equipped to handle the expected influx of notifications from other states to ensure that there will not be a backlog in the future.
- There were no New Hampshire fatalities connected with the suspensions resulting from these internal backlogs.
- As a result of the review, seven in-state Commercial Driver Licensees (CDL) were suspended, 904 NH residents were sent a notice of suspension as a result of out-of-state paper notifications, and 1,508 NH residents and 1,433 out-of-state residents were sent notices of suspension as a result of in-state court defaults.
- The NH DMV has identified several long-term and immediate solutions to streamline the process going forward.
- Department of Safety Commissioner Robert Quinn traveled to Omaha, Nebraska, last week to implore officials at the American Association of Motor Vehicle Administrators' annual conference to work with states across the country to streamline processes for all states.

## **ABOUT THE REVIEW:**

During the week of June 24, 2019, at the direction of Governor Chris Sununu, designated NH DMV employees began to work in 12-hour shifts 7 days around the clock to assess and identify any outstanding unprocessed notifications as well as find areas where efficiencies could be made to streamline the process moving forward. The review looked at processes related to commercial and non-commercial driver licenses and violations reported within and out-of-state. The largest backlog was in paper notifications from out-of-state convictions, and paper notifications of in-state court defaults. The review also looked at unprocessed Commercial Driver Licenses (CDL), though few licenses were ultimately suspended.

## **ABOUT THE RECORDS PROCESS:**

VISION, the NH DMV's electronic records system, was implemented in October 2017. A primary benefit of the new system was to allow for automation of paper processes. VISION provided improved reliability and enhanced functionality over the prior system from the 1980s, IDMS, which was unstable, outdated, and could no longer be upgraded.

The DMV processes roughly 167,000 paper records submitted by other states, local police departments and courts annually. Each of these records could result in a suspension of driving privileges and must be carefully reviewed and entered into VISION. At any one time, there are more than 100,000 suspended driving privileges managed by the DMV, with driving privileges being restored for certain individuals and suspended for others individuals each day.

The DMV submits records to the Problem Driver Pointer System (PDPS), a system that allows jurisdictions and other organizations to search the National Driver Register. The DMV also fully participates in the Commercial Driver's License Information System (CDLIS), a nationwide computer system that enables state driver licensing agencies to ensure that each commercial driver has only one driver's license and one complete driver record.

## **ABOUT NOTIFICATIONS TO OTHER STATES**

The New Hampshire DMV provides motor vehicle conviction data to the National Driver Register and Commercial Driver License Information system electronically. *The current system was not programmed to provide paper notification of each New Hampshire motor vehicle conviction of a nonresident licensee to his or her home state.* As a result of this review, the DMV has mailed paper notifications to other states for convictions dated on or after July 26, 2016 and will do so regularly going forward. Ultimately, 13,912 paper convictions have been mailed out to other states. It is the DMV's expectation that other states will start to reexamine their policies. On Friday, July 26, the Massachusetts RMV notified the NH DMV that 9,520 notices pertaining to NH licensees would be mailed out to NH DMV for processing. As of today, NH DMV has processed all of these out-of-state notifications resulting in *2,144 residents being sent notices of suspension of driving privileges.*

## RESULTS OF THE REVIEW:

At the beginning of the review, there was a then-backlog of 62 unprocessed Commercial Driver Licenses (CDL) reports. *At the completion, however, only 7 New Hampshire CDL licensees were ultimately suspended* -- all of which were a result of a second conviction of any combination of qualifying offenses, such as speeding, improper lane changes, or following too closely.

At the beginning of the review, there were 13,015 unprocessed out-of-state paper notifications dating back to September of 2017. *As a result of eliminating the backlog, 904 NH residents were sent a notice of suspension.* Of those, 817 were for out-of-state defaults, and 87 were related to major offenses, such as alcohol related, reckless operation, and operating after suspension.

There was a backlog of 9,232 unprocessed paper in-state court default notices dating back to 2017. In-state court defaults are paper notifications received from the Courts related to residents and nonresidents who have defaulted on both motor vehicle and criminal proceedings. On July 19, 2019, the backlog was successfully cleared of all previously unprocessed in-state court defaults. In total, 9,232 individual default records were processed. 4,498 records were duplicate notices or related to actions that had already been processed prior to this effort. *In total, 1,508 residents were sent notices of suspension of driving privileges. Also, 1,433 non-residents were sent notices of suspension of driving privileges.*

The breakdown of offenses supporting the licensee notice of suspension of in-state court defaults are as follows:

- 1,508 were New Hampshire residents (51%) and:
  - Approximately 56% (844) related to motor vehicle related defaults (speeding, other violations);
  - Approximately 44% (664) related to defaults on criminal offenses (trespassing, shoplifting, town ordinance violations, etc).
- 1,433 were nonresident licensees (49%) and :
  - Approximately 56% (802) related to motor vehicle related defaults; and
  - Approximately 44% (631) related to defaults on criminal offenses.

## **IMMEDIATE STEPS TO IMPROVE PROCESSES**

- The DMV has created and implemented a new process for the DMV computer system, VISION, to regularly generate paper notifications to those who live elsewhere but have convictions in New Hampshire.
- Current level of staffing will continue to keep the daily workload processing up-to-date and current. There is an expectation that other states will now work to reduce their backlogs and provide notification to the NH DMV regarding New Hampshire residents.
- DMV will develop an electronic interface with the Judicial Branch for electronic transmittal for court records to the DMV.
- Online ticket pay will be redesigned to improve Plea by Mail Guilty Plea, payment processing, and expand it to accept Not Guilty Pleas electronically. This redesign will be funded through money already appropriated to the DMV from the Capital Budget.
- DMV will explore automating SR-22 and SR-26 filings from insurance companies. Some drivers are required to provide proof of financial responsibility in order to retain their licenses. SR-22 forms are evidence of financial responsibility; SR-26 forms inform the licensing authority, like the DMV, that a policy will or has been cancelled.

## **LONG TERM STEPS**

- The DMV recommends legislative changes to RSA 260:14-a to allow the DMV to participate in the state-to-state driver verification system on all drivers, not just the ones who participate in REAL ID. The American Association of Motor Vehicle Administrators (AAMVA) is in the process of building a system that enables automated state-to-state exchange of convictions with other states. Currently, the planned implementation date for this phase is scheduled to be completed by January 2020. The implementation date for NH to be issued credentials for state-to-state exchange is June 2021.
- DMV will continue to rollout E-ticket and E-crash systems to local police departments as their participation and partnership is vital to achieving full automation. Highway safety grants have been made available to local municipalities to assist in acquiring hardware.
- DMV will automate remaining manual processes. The DMV anticipates using capital project monies budgeted to the DMV to help fund some of the automation, specifically self-reporting accidents and insurance verifications forms and record requests for driver history.
- Governor has directed the Department to complete a comprehensive legal review of state and federal laws, rules, and regulations, including interstate and multijurisdictional compacts and agreements to determine compliance requirements and recommended policy changes. The motor vehicle laws were last recodified in 1981. Over time, the motor vehicle statutes have become less clear. A general statutory overhaul is needed to clean up the statutes and organize them more logically.

## **CONCLUSION**

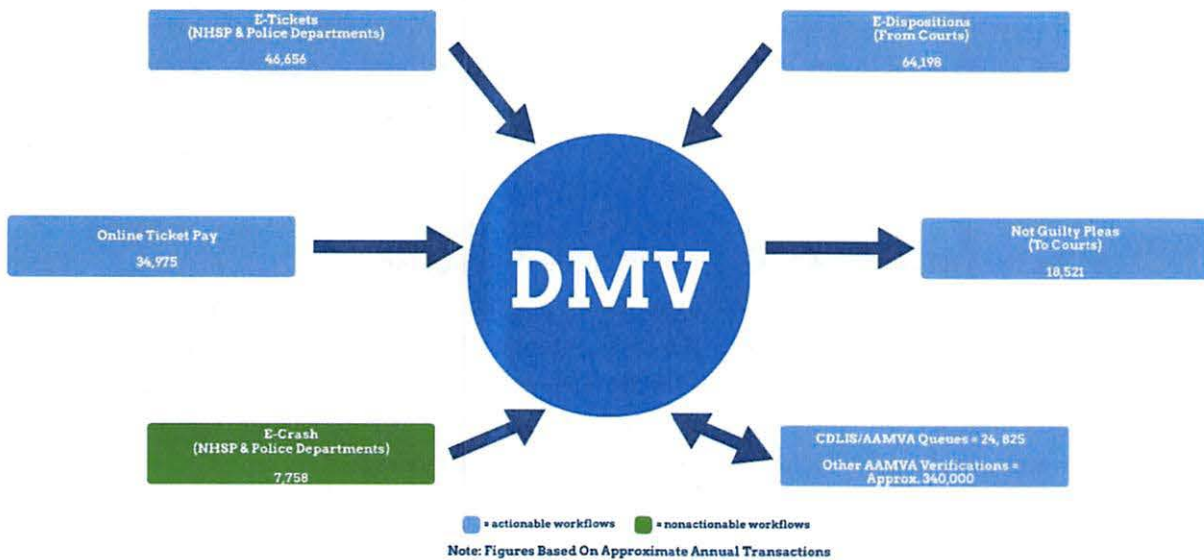
In order to permanently fix any future potential backlog, paper processes can be eliminated by converting all manual processes to electronic, which will improve efficiency, public safety, and customer service by reducing paper transactions. As the NH DMV works diligently to eliminate all manual processes, personnel resources within the DMV will be dedicated to staying up-to-date with the anticipated daily influx of paper transactions.

Until all manual processes are converted electronically, the DMV will rely on trained staff to assess and reassess the quantity of work, and timeliness for processing transactions. The DMV will offer employees overtime if needed in order to prevent any future backlog and will manage these costs within their budget.

The working men and women of the New Hampshire DMV stand committed and ready to ensuring public safety.

## APPENDIX: CHARTS + TERMS

### ELECTRONIC WORKFLOWS:



**Note:** Actionable workflows are in blue; nonactionable workflows in green, (parenthesis indicate annual volume of transactions)

### Description of Electronic Workflows:

#### State electronic systems:

- E-Crash – Electronic accident reports transmitted directly by New Hampshire State Police and some local law enforcement agencies (to date, 35 of 230 local law enforcement agencies).
- Online Ticket Pay – Online payments received from individuals who receive a citation issued by New Hampshire law enforcement.
- E-Ticket – Electronic citations issued by State police and some local law enforcement agencies (to date, 30 of the 230 local law enforcement agencies).
- E-Dispositions – Electronic dispositions from NH Courts related to motor vehicle violations (ie. DWI, Reckless operation).
- Not Guilty Pleas – Electronic transmission from the Division to NH Courts of Plea by Mail pleas of “Not Guilty” from individuals who were issued citations for moving violations in NH.

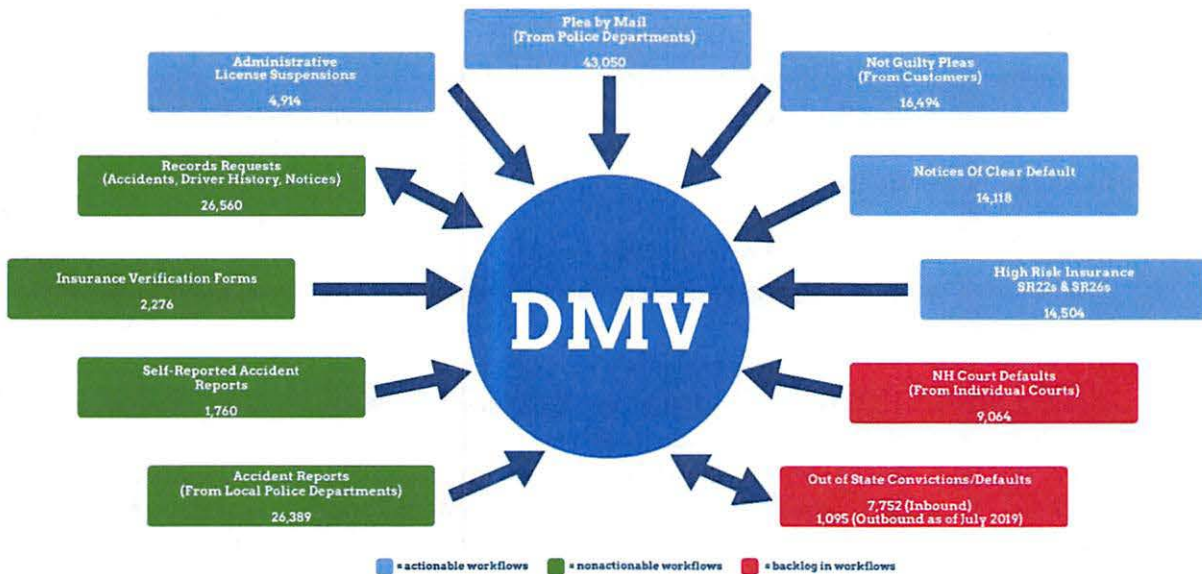
**CDLIS/AAMVA Queues:**

- **CDLIS - Commercial Driver's License Information System** –a nationwide system that allows states to ensure that each commercial driver has only one driver's license and one complete driver record. State driver licensing agencies use CDLIS to complete various procedures, including: transmitting out-of-state convictions and disqualifications; transferring the driver record when a commercial driver license holder moves to another state; and, responding to requests from other states for driver status and history. CDLIS was established under the Commercial Motor Vehicle Safety Act (CMVSA) of 1986 and is based on the Federal Motor Carrier Safety Regulations (FMCSRs) in 49 CFR 383 and 384. Source: [aamva.org](http://aamva.org)
- **PDPS - The Problem Driver Pointer System (PDPS)** is a system that allows jurisdictions and other organizations to search the National Driver Register (NDR) data. The NDR is a repository of information on problem drivers provided by all 51 U.S. jurisdictions. Based on information received as a result of an NDR search, PDPS "points" the inquiring jurisdiction to the State of Record (SOR), where an individual's driver status and history information is stored. Based on the information received from the SOR, the issuing state decides if the applicant is eligible to receive a new or renewed driver license. PDPS is developed and maintained by the National Driver Register organization, which is part of the U.S. Department of Transportation, National Highway Transportation Safety Administration (NHTSA). Source: [aamva.org](http://aamva.org)

**Other AAMVA Transaction-Time Verifications:**

- **SSOLV - Social Security Number Online Verification System** - The U.S. Social Security Administration (SSA), which currently provides a Social Security Number (SSN) batch verification service to government agencies, has expanded its service to allow online SSN verification. Source: [aamva.org](http://aamva.org)
- **USPVS – US Passport Verification Services** - USPVS allows the Driver License Agencies' (DLA) to verify US Passport document data against the Department of Homeland Security's (DHS) backend systems, and is established to assist states in issuing more secure driver licenses and identification cards. Source: [aamva.org](http://aamva.org)
- **SAVE - Systematic Alien Verification for Entitlements** - allows the State to verify that the document presented matches the electronic record of the document held by the Department of Homeland Security (DHS). Source: [aamva.org](http://aamva.org)

## MANUAL WORKFLOWS:



**Note:** actionable workflows are in blue; nonactionable workflows in green; backlog in workflows are in red, (parenthesis indicate annual volume of transactions).

### Description of Manual Workflows:

- Accident Reports – reports of accidents occurring within the State. Reports are received in paper format (except for those received electronically above) and require review and manual entry into the involved party's motor vehicle record.
- Self-Reported Accidents - reports of accidents occurring within the State that are reported by individuals involved in the accident (self-reported). These are received in paper format and require review and manual entry into the involved party's motor vehicle record.
- Insurance Verification Forms – reports related to accidents occurring within the State to complete information that was not available at the time of the accident, for example insurance information. These are received in paper format and require review and manual entry into the involved party's motor vehicle record.
- Record Requests – Requests from local PDs, prosecutors, individuals for copies of certified motor vehicle records, accident reports, and notices sent out by the Division. Requests for records are typically received through the mail, the requested records are produced, and mailed to the requestor.
- Administrative License Suspensions (ALS) – suspension notices for DWI or refusals, roadside notice informs customer that license will be suspended in 30 days. ALS from local PDs are received in paper format and require review and manual entry into the system.

- **Plea by Mail** – paper copies of tickets sent in by issuing police departments. All paper tickets are reviewed and manually entered into the system and are either matched with a payment or Not Guilty Plea. If neither is received, individual goes under suspension for non-payment.
- **Not Guilty Pleas** - paper copies of tickets (speeding and other motor vehicle violations) sent in by individual drivers pleading “Not Guilty”. Once reviewed and manually entered into the system, the defendant copy is matched to the law enforcement copy and the system electronically transmits the Not Guilty Pleas to the Courts for trial scheduling.
- **Notices of Clear Default** – paper notifications received from NH courts related to a court default that has been resolved. Requires review and manual entry into the system in order to allow the customer to restore a license.
- **High Risk Insurance SR22s/SR26s** – Notices of new insurance coverage (SR22s) or insurance cancellation notices (SR26s) for individuals who are required to have insurance (financial responsibility) as part of license restoration requirements. Both SR22s and SR26s are paper copies which require review and manual entry into the system. Cancellation of insurance during the required period of financial responsibility will result in license suspension.
- **NH Court Defaults** – notices of defaults (i.e. failure to pay fine, failure to appear) received from individual NH courts. Defaults are received in paper format and reviewed and manually entered into the individual’s motor vehicle record.
- **Out of State Convictions/Defaults** – paper notifications from other states concerning NH licensed drivers who were convicted of motor vehicle violations in other states or who have defaulted on an out-of-state violations. All paper notifications require review and manual entry into the individual’s driver history.

## FAQ'S

- How does the NH DMV backlog compare to Massachusetts's RMV backlog?

	NEW HAMPSHIRE		MASSACHUSETTS*	
	Notices Backlogged	Suspensions	Notices Backlogged	Suspensions
Commercial Driver's License Information System (CDLIS)	62	7	364	1 (Zhukovskyy)
Out of State Notices	13,015	904	100,000+	2,476+
Notifications to other states	13,912 (July 2016)	6,437 (NH Driving Privilege)	45,000 (March 2018)	2,144 (NH Only)
In-State Defaults	9,232	2,941	Unknown	Unknown

\*Data based on publicly available information as of August 27, 2019

- When were state officials made aware of this backlog?
  - The DMV has historically been aware of backlogs due to the nature of the paper notification process dating back years.
  - The DMV has never abandoned its duty to process records and has always had staff assigned to processing both paper and electronic notices into its current and legacy computer systems. A comprehensive approach to alleviating the paper backlog was not possible prior to the implementation of VISION in October of 2017. Prior to 2017, solutions that automated processes that had an impact on the backlogs included Online Ticket Pay (2010), e-ticket/e-citation (2012), e-crash (2013). The implementation of e-disposition occurred in 2018.
- Do other states send notifications to New Hampshire?
  - Yes. However, the provision of paper notifications from other states is intermittent.
- How many states does New Hampshire send paper notifications to?
  - The New Hampshire DMV has been fully compliant with the requirements under the Commercial Driver's License Information System and has always sent electronic notification for out of state commercial driver's violations and suspensions.
  - For operator level drivers, the New Hampshire DMV has met the reporting requirements for PDPS which updates the National Driver Register.
  - Since July 29, 2019, the New Hampshire DMV has sent paper notifications to all states when a conviction or suspension of driving privileges has occurred for an operator in New Hampshire. Prior to July 29, the New Hampshire DMV was not sending paper

notifications to other states dating back to 2016. Immediately after the review, the DMV began the process of mailing paper notifications to other states for convictions dated on or after July 2016. Going forward, notifications will be sent on a regular basis.

- **Are copies of all records available to the public?**
  - The Driver Privacy Act protects driver records. The name and town of residence for an individual suspended for a DWI is released to the media every Friday. When deemed appropriate by local law enforcement, they will release driver information immediately following a serious crash.
- **When was the last time paper notifications were sent out to other states from the NH DMV? Why did they stop?**
  - Records indicate that paper notifications were sent by the IDMS system up to at least July 2016. The IDMS system was unstable, outdated and could no longer be upgraded. In the transition, the processing of out-of-state paper notifications was discontinued. Immediately after the review, the DMV began the process of mailing paper notifications to other states for convictions dated on or after July 2016.
- **How are you going to convert all manual processes to electronic?**
  - Since the October 2017 implementation of VISION, a system that allows for automated entries of records, the NH DMV has taken a number of steps to implement electronic solutions to eliminate manual processes, including:
    - E-Disposition allows VISION to electronically receive dispositions from NH courts and automatically post convictions to customer records.
    - SPOTs Driver History automatically processes and prints requests for records by local police.
    - Crash Entry Screen Optimization allows for more efficient manual entry.
    - E-Ticket and Online Ticket Pay Optimization optimizes citation and payment entry to customer records reducing the need for manual entry.
    - Not Guilty Pleas (to courts) automates the generation and sorting of Not Guilty Pleas for delivery to the courts.
    - VISION Scan Tool optimizes the scanning of source documents to customer records.
    - Launch CDLIS/PDPS Check optimizes CDLIS/PDPS transactions.
    - Multi Ticket Pay Function increases the number of transactions that can be conducted at one time.
    - Batching of Suspension and Restoration Notices automates the printing and batching of suspension and restoration notices.
    - Automation of Default Actions automates the application or removal of suspension actions.

- CDLIS Queue Optimization optimizes the electronic entry of CDLIS messages and reduces the need for manual intervention.
  - Improving the Entry of Citations reduces the number of fields being manually entered into the system from a motor vehicle citation while maintaining a scanned copy of the citation to allow for the retrieval of additional information if needed.
  - Certified Records - No Fee Function reduces the number of transaction steps needed to create a motor vehicle report that does not require a fee.
  - Send back Letters integrates the generation of letters advising customers of an error in their documents or insufficient information or payments into VISION creating greater efficiency.
- Additionally, efforts are underway to improve the areas that historically had the largest backlogs: NH Court defaults and out of state notifications. The DMV is actively working with the courts to implement a solution to electronically transmit all NH court defaults and notices of clear defaults.
  - The DMV is also working with the Massachusetts RMV to create an electronic exchange of conviction and suspension records.
  - Long term solution for all states will require the implementation of State to State system being developed by AAMVA scheduled for June 2021.
  - Other steps being taken include the development of an online customer portal to include not guilty pleas and a review of a process to increase the efficiency in the processing of insurance forms, SR22s and SR26s.

For additional information or if you have further questions, members of the press should reach out to: Michael Todd, DOS Public Information Officer, 223-3641

Members of the public interested seeking additional information on specific notifications, or have any further questions, are encouraged to reach out to the Division of Motor Vehicles, Bureau of Financial Responsibility at: 227-4010